

CHAPTER ELEVEN

READINESS

Introduction

In the emerging era, following nearly five decades of Cold War, the Department of Defense has designated the readiness of U.S. Military forces as its number one priority.

The demise of the Soviet Union and the Warsaw Pact has ironically intensified our nation's role as a stabilizing influence in a contentious and increasingly volatile multi-polar world. The foundation for our continued international credibility is a military arsenal manned, trained, and equipped to fight anywhere on the globe.

The Department's innovative approach to size and shape the Reserve components by implementing the concept of "compensating leverage" is a critical element of the overall readiness of the Total Force. By using the Reserve components to reduce the risks and control the costs of smaller Active forces, we are adapting the Reserve forces to new requirements, assigning them missions that properly utilize their strengths, and we are funding them at a level necessary to maintain combat effectiveness. The key to success of this policy is vigilant maintenance of Reserve readiness.

Security Investment

Adapting to a wide variety of potential threats to our national security is difficult. It is imperative we preserve the capability and versatility of the most potent

military force ever fielded to preserve peace as opposed to waging war.

Two compelling reasons support the decision to make Readiness DoD's number one priority, even at the expense of other important uses for the Department's resources.

First, readiness is essential if the United States is to have successful foreign and security policies. In the post-Cold War world, there will no doubt be occasions where the country collectively will wish to consider using military instruments to further its interests, for everything from turning back aggression of regional powers to humanitarian overseas assistance for those less fortunate overseas.

If, in considering such options, U. S. Forces were incapable of executing their missions, policy choices would be seriously circumscribed. The American people would lose confidence in their military's competence, and adversaries would be tempted to pursue aggressive paths.

Readiness is also a very important factor in the morale and job satisfaction of the men and women of America's Reserve components. A ready force is one that offers men and women a challenge which enhances recruiting and retention of high quality personnel.

Readiness Challenges

The post-Cold War environment has required fewer and fewer Active and Reserve component forces, fewer military bases and fewer forces overseas. These right-sizing initiatives have resulted in significant changes in the roles, missions, size and structure for both the Active and Reserve forces.

With these changes, DoD readiness and sustainability goals have become most challenging. The emerging emphasis on Total Force capability to respond to the nation's 'security interest has brought increased opportunity for the National Guard and Reserve to assume expanded responsibilities. Use of "compensating leverage" to meet these challenges dictates that the Reserve components not be reduced in the same proportion as the Active forces, but regardless of retained structure comparisons, we must not repeat the pattern of the past, wherein force hollowness became a simultaneous development accompanying the process of force reduction.

As if these structural challenges were not enough, added complexities sprang from the changed geo-strategic environment. For example, in the Cold War, readiness planning focused on deterring or stopping Warsaw Pact attacks. Now U.S. Forces must be ready to engage almost anywhere, anytime, for any purpose.

In the Cold War, a large force to counter the Warsaw Pact gave decision makers a huge reserve to draw upon for regional conflicts. Now DoD plans for situations where almost all U.S. Forces might be engaged in two nearly simultaneous MRCs. With virtually no

slack in the force structure, U.S. readiness posture must be rebalanced across the force every time some element of the force engages in even the least demanding tasks (for example, relatively modest but complex missions for humanitarian assistance or disaster relief).

Challenge Management

To have forces ready to fight in the climate of these challenges and to succeed requires the creation and implementation of a new approach that breaks the readiness business-as-usual mold. The Department's approach to meeting the challenge follows three guiding principles.

Understand It: Planning for sufficient readiness is, to begin with, a matter of ensuring that DoD allocates the proper amount of resources to give U.S. Forces the requisite ability to carry out their assigned missions. This is simple in concept: input dollars, output readiness to execute U.S. defense strategy. It masks, however, immense complexity in application. To this end, the Department has launched an intense effort to develop and apply analytical tools that translate readiness funding inputs into estimated output of future readiness of forces.

Organize Around It: Within DoD, the military departments are responsible for ensuring the readiness of units (Active and Reserve) provided by the individual Services. The Chairman of the Joint Chiefs of Staff and the CINCs are in turn responsible for making sure sufficient readiness assets exist to pull these units together into an effective joint fighting force. The Office of the Secretary of Defense (OSD) is charged with ensuring the right policies and allocation of resources are

in place for these military organizations to carry out their responsibilities.

Under past DoD structure all organizational pieces were in place for readiness. Within OSD, however, there was no central focal point, someone to whom the Secretary could turn to ensure that the Department's overall program for readiness was sound. To correct this shortcoming, DoD initiated several important organizational changes: The position of Under Secretary of Defense for Personnel and Readiness was created to serve as a focal point for all facets of readiness. (The Assistant Secretary of Defense for Reserve Affairs falls within this new organizational structure). The position of Deputy Under Secretary for Readiness was created to assist the Under Secretary in carrying out his readiness duties. The Readiness Working Group was organized as a DoD-wide forum to coordinate readiness policies. A Senior Readiness Council was established to ensure direct communication among senior DoD military and civilian leaders.

Stay Ahead of It: Along with sound understanding and solid organization, the Secretary of Defense also recognized DoD needed advice on how to stay ahead of readiness. Thus he established the Readiness Task Force, a panel of experts to help the Department ensure it can spot readiness problems well in advance and take corrective action before hollowness can invade the force.

Execution

Because our highest priority is the emphasis and implementation of appropriate actions to achieve optimum readiness of the Reserve components, we include all aspects of readiness within our scope of attention.

These are people, training, equipment, and facilities.

Readiness does not mean all Reserve forces should be or can be ready on the **first** day of a conflict. Instead, we are focusing our resources on those units most likely to be called up first in a conflict, or "mission readiness." Our emphasis is' on keeping those units ready first.

Personnel Readiness

The projected Reserve component personnel end strengths directly relate to the conclusions of the Bottom-Up Review. The manning levels provide for significant reliance on Reserve forces. Under the Active and Selected Reserve end strengths which we have proposed for Fiscal Year 1998, the Selected Reserve will comprise 38 percent of the Total Force. We believe this proposed allocation will achieve a more affordable force still capable of meeting foreseeable threats.

Training Readiness

The Reserve components are ready today to perform a wider range of missions than ever before. However, despite the Reserves' success in Operations Desert Shield/Storm, internal and General Accounting Office studies of Reserve readiness revealed the continuing need for selected individual and unit readiness improvements, particularly in the Army National Guard ground combat maneuver units. As a result of those assessments, several readiness programs have been initiated, including provisions of the Army National Guard Combat Reform Act (Title XI). The Army, in continuing consultation with the Army National Guard and Army

Reserve, will continue to work through this area.

Further enhancements of institutional and collective training readiness include expanding the use of simulators and advanced training devices and technologies, such as Distance Learning, to increase training opportunities for the Reserve components.

Finally, we are developing policy that will make certain provisions of the 1986 Goldwater-Nichols DoD Reorganization Act applicable to officers of the Reserve components. The act established a personnel management and military educational system designed to produce Active component officers who are trained in and oriented toward joint matters. With the increasing presence of Reservists in all joint commands, organizations and agencies, it is essential that our officers be as prepared and qualified as their Active counterparts. Although policy development in this area is still underway, we have already taken steps to increase substantially the number of National Guard and Reserve flag and general officers who attend the joint Capstone course taught by National Defense University.

Equipment Readiness

The National Military Strategy places more reliance on the Reserve components in the two MRC scenario and in peacetime deployments. As reliance on the Guard and Reserve increases, we must ensure that the Department provides sufficient resources to fund Reserve component equipment modernization and repair. The Department's equipment goal is to provide Reserve component units with modern, compatible equipment to enable

them to do their job side-by-side with the Active components. The Department's equipping strategy for the Reserve components capitalizes on equipment redistribution, modification, and smart business practices, using new procurement only when necessary.

In keeping with the philosophy of "first to fight, first to equip" regardless of component, progress has been made in the past twenty-five years in improving Reserve component equipment readiness. The new and modern equipment provided to the Reserve components enhances unit readiness and availability, reduces cost for repair and parts stockage for older, non-supportable equipment, and allows Reserve component personnel to train with and maintain equipment comparable to Active component units.

Facilities Readiness

The Reserve components work and train at major military installations, joint Reserve bases, airfields, armories, and Reserve centers located in over 4,600 communities across the Nation and in U.S. possessions. They manage more than 36,000 buildings and structures used for storage and maintenance of equipment, administration, training, and mobilization of the Reserve components. Drawdowns, mission changes, and the assignment of new missions directly affect Reserve component facility requirements. Inadequate facilities can adversely impact unit readiness.

Some efficiencies are gained through use of joint Reserve facilities. More is being done in this area particularly with the advent of Reserve enclaves at closing installations. One of the ways the Reserve components and Office of the Secretary of Defense

encourage joint facility use is through the Joint Service Reserve Component Facility Board in each state. These boards evaluate proposed military construction projects to ensure joint use is considered. Because of the benefits of joint use, more than 900 joint facilities, bases, enclaves and installations are being used by the Reserve components. Use of joint Reserve bases and facilities is the wave of the future.

Each of the Reserve components participated at the Service level in the 1995 Base Realignment and Closure (**BRAC**) process, and submitted their recommendations for establishing enclaves at closing installations. Numerous Reserve component enclaves are to remain at closing installations. Most of the enclaves were directed by the **BRAC**; however, some may result from Reserve component actions to acquire excess DoD property resulting from the closures.

Funds for repair and maintenance of existing and proposed facilities come from operation and maintenance accounts. Inadequate funding below Real Property and Maintenance (RPM) requirements is universal throughout DoD. Reduced RPM funding, aging facilities, increasing plant replacement and repair cost and not filling military construction requirements are increasing the backlog of maintenance and repair. This causes a negative impact on training, readiness, and quality of life. The combination of low funding for replacement facilities and inadequate repair of existing infrastructure provides a Guard and Reserve physical plant with expensive to operate, sometimes unsafe and frequently obsolete facilities which often do not enhance readiness or quality of life.

Environmental Readiness

Reserve environmentalists are on the leading edge of the Department's effort to bring over 4,600 Reserve component locations into compliance with the existing environmental regulations and laws. Each of the Reserve components supports this effort and has designated environmental compliance, pollution prevention, and education as major goals. The Reserve components have indicated that inadequate funds to comply with environmental requirements is the most significant limiting factor for Fiscal Year 1996 and beyond.

Compliance (and restoration) are the most expensive problems and pose the greatest challenge. Hazardous waste remains a significant problem, particularly at sites being transferred between components or closed for **future** public use. Though most of the sites have had initial inspections and many clean-up programs have begun, funding shortfalls throughout the Reserve components will continue to create a backlog. The sites requiring remediation could inhibit compliance efforts and have an impact on operations, training and readiness.

Each Reserve component has also established a comprehensive training program to ensure compliance with existing regulations and laws, good conservation practices and environmental awareness.

Conclusion

The readiness of the Reserve components has been and will remain one of the Department's top priorities. The Reserve components are **seamlessly** integrated into the Total Force and are ready to perform the missions assigned them and more. More readiness related dollars are being spent per soldier, sailor, airman and

marine now than ever before. The Department will effectively maintain and preserve the focused goal of our number one **priority, Strength** through Readiness.